

**PORTLAND 2045**

**TRANSPORTATION  
SYSTEM  
PLAN**



Scope of work

January 2024

DRAFT

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## Introduction

The transportation system is essential to the functioning of the city and the well-being and prosperity of the community. It connects people and businesses to goods and services, and links them to the region, state, nation, and world. Although transportation is often measured in terms of mobility, it also creates access to opportunity. The way we build our city has an impact on our mobility and, by extension, our access to opportunity. What is access to opportunity? It's being able to get to childcare, reach your healthcare, get to school and higher education, perhaps one's spiritual or religious pursuits, economic opportunity (your job), maybe civic engagement, recreation, and more. Our mobility impacts our opportunities in life in a truly fundamental way. Our city's goals and policies also reflect the role of transportation planning in reducing carbon emissions and improving public health. And there's a role that streets can play in providing great civic and recreational spaces.

With robust and equitable community engagement and technical analysis, the City of Portland's TSP update process will help answer the questions:

- What do we want?
- What do we have now?
- What will we need in the future?
- How will we fund our projects?
- What should we do first?

## Regulatory compliance

The City of Portland Transportation System Plan (TSP) describes the existing transportation system and the projects, programs, and policies needed to meet a community's transportation needs and aspirations now and 20 years into the future. It serves as the transportation component of the City's 2035 Comprehensive Plan and as the transportation element of the Citywide Systems Plan, which fulfills the State's requirement of a Public Facilities Plan.

TSPs are required by the Transportation Planning Rule (TPR) as documented in Oregon Administrative Rule (OAR) 660-012-0100 for metropolitan areas. These rules provide detailed directions on how to prepare a TSP. A TSP must be locally adopted and acknowledged by the State of Oregon. Portland's TSP also needs to coordinate with Metro's Regional Transportation Plan as well as with the Oregon Transportation Plan (OTP) and its modal and topic plans.

Cities located within a metropolitan area must update their TSPs in conformance with the 2022 updates to the State Transportation Planning Rule (TPR) intended to reduce greenhouse gas emissions (see OAR 660-0012-0100). For all cities this mandate applies to, the State has arranged for the updates to occur sequentially, placing the City of Portland in line to begin a major TSP update in FY 2025. The City of Portland's Comprehensive Plan, with a horizon year of 2035, is not under state mandated update requirements and is not planned to have a major update soon. Transportation serves land use and requires growth management assumptions suitable for approximately a 20-year outlook. For this purpose, Metro's 2045 Regional Growth Management assumptions fulfill the adequate planning criteria.

## History of updates

Portland's first TSP was adopted in 2002, with minor updates in 2007 and 2011, which updated master street plans and responded to the Portland-Milwaukie Light Rail Land Use Final Order. A major update is when the horizon year must be pushed out to keep up with a 20-year future outlook. The last time this was accomplished, it required recalibration based on updated growth management assumptions, updating goals and policies, refreshing criteria for prioritizing projects, re-running project evaluation, and updating the financial plan. This was accomplished in three stages between 2016 and 2018 as part of the update to the Comprehensive Plan, which was under the state-mandated Periodic Review process. Since then, a minor update went into effect in March 2020, primarily updating pedestrian classifications as recommended through PedPDX, the City's pedestrian master plan.

Portland will be undertaking a major TSP update for which preparations are under way for a funded scope of work to begin in 2025 for a planning horizon year of 2045.

## What is new

The Department of Land Conservation and Development (DLCD) updated Oregon Administration Rules (OAR) Chapter 660, Division 12, also known as the Transportation Planning Rule (TPR), in 2022. The rulemaking that updated the TPR is known as the Climate Friendly and Equitable Communities (CFEC) rulemaking. The purpose of the CFEC rulemaking was to better align the state's transportation planning with its long-term climate pollution goal. The rulemaking primarily focuses on Oregon's eight most populated areas, requiring changes in transportation planning to ensure Oregonians have more transportation options to reduce single-occupancy vehicle reliance.

The added requirements in metropolitan areas include:

1. Conducting multimodal inventories of the transportation system.
2. Prioritizing walking, biking, and transit investments to access destinations.
3. Planning transportation demand management programs and services.
4. Identifying investments to support greater development in transit corridors and downtowns.
5. Planning for and managing parking to meet demonstrated demand.
6. Identifying investments and planning for needed electric vehicle charging infrastructure.
7. Conducting equity analyses to understand impacts of the transportation system and identifying strategies to minimize impacts on underserved populations.
8. Selecting and using system performance measures that further community livability goals.
9. Regularly monitoring and reporting progress related to increasing equitable outcomes for underserved populations and decreasing climate pollution.

## Phases of the planning process

The 2045 TSP update will be accomplished in four phases. Though some tasks may overlap, the phases are designed so that data gathered in one phase informs the work of the subsequent stages to iteratively build a sound and supported plan. The final fourth phase supports post-plan adoption implementation to share the TSP updates impactfully and ensures their ongoing useability during subsequent operationalization of the plan.



## **Phase 1: Groundwork**

Timeframe: January – December 2024

Goal: Assembling information about our transportation system and community feedback about system goals and objectives to support and guide the collaboration we'll need to develop priorities for Portland's future.

Tasks:

- 1A: Public and Agency Engagement Plan
- 1B: Engagement Implementation through Phase I Engagement
- 2: Vision, Goals, Objectives
- 3: Existing Conditions
- 4: Future Conditions
- 8: Policy audits element of Chapter updates

## **Phase 2: Development**

Timeframe: January – December 2025

Goal: Collaborating with technical experts, agency partners, and community to develop and evaluate solutions that meet agreed upon goals, objectives, and evaluation and performance criteria.

Tasks:

- 1B: Engagement Implementation through Phase II Engagement
- 5: Developing and evaluating solutions
- 6: Transportation Options planning
- 7: Preparing the funding program
- 8: Chapter updates

## **Phase 3: Refinement**

Timeframe: January – September 2026

Goal: Engaging Portlanders to iterate improvements to their 2045 TSP.

Tasks:

- 1B: Engagement Implementation through Phase III Engagement
- 9: Legislative iteration + adoption

## **Phase 4: Implementation**

Goal: Making sure Portlanders and City staff alike have easy access to the content of the new TSP and know how it impacts them.

Task 10: Post-adoption implementation includes finalizing the document, updating the interactive TSP, conducting internal trainings, outreach to Development Review and other implementing staff, sharing public announcements, and learning from our process.

Following is a more detailed description of each of the Tasks alluded to in the Phase descriptions above.

## Task 1A: Public and Agency Engagement Plan

**Lead:** *Ari Del Rosario*

**Support:** *Francesca Jones*

A successful TSP is as unique as the community it describes: its policy framework, planning direction, and selected projects and programs reflect a community's objectives and priorities to meet local multimodal transportation needs. Successful TSPs are developed in coordination with city, county, regional, and state agency partners, including transit providers serving the city. It is also important to involve organizations that support walking and bicycling, and other similar organizations. Successful TSPs also have extensive participation from a wide range of community members at varying levels of engagement.

Portland's TSP update will require a "Plan for the Plan" – one that describes the demographic and geographic audiences of Portland and how those who could potentially be impacted by decisions about the city's transportation system will be engaged in the decision-making process. The Public and Agency Engagement Plan will include a range and diversity of engagement opportunities, especially in support of garnering meaningful participation from marginalized communities and those who have been typically under-engaged and/or underserved. While this is aligned with our standard practice and core values as a city and bureau, the state requirements in this area have been substantially upgraded, so we will need to ensure our compliance with the letter as well as the spirit of those updates.

### **1.1 Draft initial Public and Agency Engagement Plan**

Portland's TSP must prioritize community-led engagement and decision-making, with special emphasis placed on racial minorities, low-income people, and other underserved populations and feature a public involvement program that centers the voices of underserved populations at all levels of decision-making. This process should include an equity analysis, regular reporting on progress towards this goal, and multilingual and tailored outreach activities. It also includes gathering, collecting, and valuing quantitative and qualitative information (including lived experience) from the community on how the proposed change benefits or burdens underserved populations.

#### **1.1.1 Demographic research and relevant geographic summary information**

Identify areas with concentrations of underserved populations as provided in OAR 660-012-0125, identified using best available data with consistency among bureau and city practices.

##### **1.1.1.1 Major equity analysis**

A major equity analysis is required as provided in OAR 660-012-0135 and is a method for Portland to determine whether its TSP improves outcomes for underserved populations. The analysis must include an inventory of how past transportation and land use decisions have harmed underserved populations (content of History of Racist Transportation Planning), identifying geographic areas with concentrations of underserved people, development of performance measures for key community outcomes, and analysis of proposed changes against these performance measures.

#### **1.1.2 Branding strategy**

Font and standardized document templates for reports, fact sheets, and PowerPoints.

#### **1.1.3 Webpage + contact**

Establish a central website and shared project email address.

#### **1.1.4 Log**

Establish public involvement tracking log.

### **1.2 Community interviews**

Inform refinements to plan and incorporate how community-based organizations and other key communities of interest wish to participate. Identify specific areas of interest/ concern.

### **1.3 Gain refinement advice**

Present the draft public and agency coordination plan to Comp Plan CIC for feedback; a required engagement step for this legislative process. Also consult with PBOT's Transportation Justice Steering Committee and/or public involvement and equity practitioners.

### **1.4 Establish Technical Advisory Committee (TAC)**

Technical Advisory Committees focus on the technical analysis methodologies and results to maintain consistency between and within jurisdictions as well as maintain compliance with state and regional plans and regulations. Technical Advisory Committees members are typically identified and appointed by the city/county and include local agency staff such as planning directors, public works directors, traffic engineers, transit agency leaders, and other technical staff such as transportation analysts or modelers. Members might include representatives from ODOT, the county, adjacent cities, the Metropolitan Planning Organization (where applicable), transportation service providers, transportation options providers, emergency services providers, local public health agencies, utilities, schools, and liaisons from the planning commission or council/commission/court.

#### **1.4.1 Roles, responsibilities, meetings SOW**

### **1.5 Establish Community Advisory Committee (CAC)**

This nontechnical committee will focus on policies and outcomes of the technical

analyses and provide valuable insight into community priorities. Nontechnical committee members are typically identified and appointed by the city/county and include members of the public such as: residents, property owners, business owners, representatives from underserved populations, advocacy groups, civic institutions, community centers, and senior centers. As with Technical Advisory Committees, it can also be helpful to include a liaison from the planning commission or council/commission/court.

#### **1.5.1 Roles, responsibilities, meetings SOW, bylaws**

#### **1.5.2 Recruitment/ selection process**

### **Task 1B: Engagement Implementation**

**Lead:** *Ari Del Rosario*

**Support:** *Francesca Jones*

Engagement implementation includes efforts supporting public education about Portland’s history of racist transportation planning, operating the Community Advisory Committee (CAC), and actions to take within each of the first three phases of the planning process.

#### **1.1B History of Racist Transportation Planning**

The major equity analysis now required of TSPs, per Task 1.1.1.1A, must include an inventory of how past transportation and land use decisions have harmed underserved populations. PBOT currently has a 150-page draft History of Racist Transportation Planning, which can be refined to serve this purpose while also inspiring equity and transportation justice-informed participation in the 2045 TSP.

##### **1.1.1B Community + external SME review stipends**

Community and external historian subject matter experts expect from modern best practice to be compensated for their time reviewing and contributing to historical papers. Broader expertise and perspectives provide PBOT with the opportunity to build trust in/ among impacted communities. The budget assumes ten \$500 stipends for community and external subject matter expertise for review and contributions to the history of Portland’s racist transportation planning and a collaboratively evaluated executive summary.

##### **1.1.2B Community video storytelling**

Storytelling through video is a meaningful medium to reach a broad audience and make a bigger impact. Community review participants will be invited to share personal photos and be interviewed about their own experiences and/ or knowledge of Portland’s racist transportation history. These stories may be shared individually and as woven into an overall narrative video.

##### **1.1.3B Narrative video to impact informed participation and meaningful engagement**

Not everyone is going to read a history paper, however video (with narrative history, community voices and stories, and historical imagery) has the potential to make a bigger



impact and reach more people. The narrative video will aim to inspire equity and transportation justice-informed participation in the 2045 TSP.

#### **1.1.4B Public video screening event**

A public screening event of the narrative video will help to further elevate community voices. It will also bring the community together, fostering a collective sense of understanding and ownership over the experiences shared by fellow residents.

#### **1.2B CAC attendance + support**

There will be 7 CAC meetings hosted quarterly throughout the 33-month planning process (excludes Task 10 implementation work). TAC meetings, which will be held on alternating every-other month schedules with the CAC, are designed, in part, to inform preparation for CAC meetings. Staff will need to arrange meeting dates, times, locations, hybrid options, and other administrative tasks as well as prepare meeting processes, agendas, materials, activities, and presentations, take meeting notes, and publish materials to the website and in Interested Parties emails for adequate CAC member preparation, public notice, and public records availability and transparency, supporting informed engagement in the plan.

##### **1.2.1B CAC stipends**

Equity-centered best practice and City policy allowance supports up to \$500 per year, per participant, which could be authorized by individual CAC members to decline. Stipends support sustained participation, especially among individuals and organizations for whom participation takes away from paid work time, priority activities, or causes incurred costs or inconveniences.

##### **1.2.2B Meeting sustenance, parking, transit pass accommodations**

Meeting after typical work hours may produce participant costs for parking or transit and could require attendees to skip dinner. The project team will endeavor to reduce these barriers to participation while setting participants up for success with sustenance necessary to learn and participate meaningfully.

#### **1.3B Phase I engagement**

Phase I engagement includes assembling information about our transportation system and perspectives that shape our goals and objectives to support and guide the collaboration we'll need to develop priorities for Portland's future.

##### **1.3.1B Online engagement**

##### **1.3.2B Equity-centered focus groups/ workshops**

##### **1.3.3B Language translation**

##### **1.3.4B Engagement incentives**

##### **1.3.5B Culturally relevant consultant support**

### **1.3.6B Social media, radio advertising**

### **1.3.7B Youth values/ creative involvement activities**

### **1.3.8B Youth outreach**

## **1.4B Phase II engagement**

Phase II engagement includes collaborating with technical experts, agency partners, and community to develop and evaluate solutions that meet agreed upon goals, objectives, and evaluation and performance criteria.

### **1.4.1B Online engagement**

### **1.4.2B Neighborhood, focus group, workshop engagement**

## **1.5B Phase III engagement**

Phase III will engage Portlanders to iterate improvements to their 2045 TSP.

### **1.5.1B Online engagement**

### **1.5.2B Neighborhood, focus group, workshop engagement**

### **1.5.3B Printing + distributing review copies**

## **Task 2: Vision, Goals, Objectives**

How a jurisdiction defines and addresses transportation system needs through planning should reflect community priorities. These priorities are typically reflected in transportation goals and objectives, which in turn, are reflected in a unifying vision for the transportation system. Goals provide direction for where a community would like to go; corresponding objectives provide more detail on how to achieve the goal or desired specific outcomes related to the goal. TSP goals and objectives provide a framework for shaping transportation policies and are the basis for the formulation of performance measures and targets. Using goals and objectives as a framework helps define gaps and deficiencies as well as evaluation criteria to determine which transportation projects, programs, pilot projects, and refinement studies best meet community needs.

Goals and objectives should:

- Articulate community transportation priorities
- Define how the transportation system should ideally function
- Form the basis for developing criteria to evaluate and select preferred infrastructure improvements
- Be the basis for comprehensive plan transportation policy statements

Portland's 2045 TSP will need to consider the following in the new or updated TSP planning goals and objectives:

- Portland's existing 2035 TSP and Comprehensive Plan
- The State's 2022 updates to the Transportation Planning Rule
- Metro's 2023 Regional Transportation Plan
- The City of Portland's July 2022 Climate Emergency Workplan

- The City of Portland’s June 2023 Transportation Decarbonization Strategies resolution
- Transportation and land use plans adopted by Portland City Council since the last TSP update in 2020
- New transportation-related policy objectives, modeling, management, and design techniques and approaches that were not prevalent or known during the last TSP planning process. These policies could reflect current trends and/or current best practices within one or more modes
- PBOT’s Strategic Plan
- Portland’s June 2023 Transportation Decarbonization Strategies (Resolution No. 37620)
- City’s July 2022 Climate Emergency Workplan (Resolution No. 37585)

## **2.1 Draft initial project goals and objectives and vision statement, informed by analysis of above sources (pair with Task 3.1 Plans + policy review)**

### ***Lead: Bryan Graveline***

Jurisdiction staff formulate and articulate project goals and objectives at the very start of a TSP project. The goals should reflect the character and vision of the community and be consistent with other comprehensive plan objectives as well as the TPR and regional, state, and federal plans and policies.

## **2.2 Evaluation and prioritization criteria**

### ***Lead: Bryan Graveline***

#### ***Support: Zef Wagner***

Although often related through the overall TSP vision, evaluation criteria, performance measures, and performance standards/targets are used differently throughout the development and implementation of the TSP. Evaluation criteria are used to compare transportation system alternatives and to prioritize projects that are included in a TSP. They can be qualitative and/or quantitative and should align with the goals and objectives identified through the TSP development process.

## **2.3 Performance tracking**

### ***Lead: Bryan Graveline***

#### ***Support: Zef Wagner***

Performance measures are used to evaluate the performance of the transportation system over time. “Performance tracking” is the establishment of baseline measures.

## **2.4 Performance standards**

### ***Lead: Bryan Graveline***

#### ***Support: Amanda Deering***

Performance targets are set for each performance measure, for each required reporting year. Performance standards/targets are used during the TSP development process to identify gaps and deficiencies in the transportation system. The TSP development process can modify adopted performance standards/targets.

After the TSP is adopted, the performance standards/targets can be used as standards to evaluate plan and land use amendments, although not all performance standards/targets will

apply to all situations. Performance standards will serve as an evaluation framework to track and report on progress. See OAR 660-012-0215 Transportation Performance Standards.

## **2.5 Refine goals and objectives**

### ***Lead: Bryan Graveline***

Those who participate in this process—in particular, advisory committee members—further refine goals and objectives as one of the initial tasks of the planning process. OAR 660-012-0135 requires a city or county in a metropolitan area to engage with members of underserved populations, as identified in OAR 660-012-0125, to develop key community outcomes as part of the development of goals and objectives.

## **Task 3: Existing Conditions**

A thorough review and assessment of the existing transportation system is typically done early in the TSP planning process and includes a review of plans and policies, system facilities, and needs.

### **3.1 Plans and policy review (related to Task 2.1 Draft initial goals and objectives)**

#### ***Lead: Bryan Graveline***

A critical early step in the development or update of a TSP is to conduct a review of all state, regional, and local planning documents relevant to the planning area. This review will need to explain how relevant content might influence the outcomes of the planning process and where the jurisdiction may need to modify existing policy or ordinances based on the recommendations of the new or updated TSP. Jurisdictions should also briefly explain the role of each plan reviewed and the date it was adopted or last revised. This review will give context on how each plan is related to transportation system planning and how its content compares to the unique project objectives of the transportation system planning process.

### **3.2 Existing conditions (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

#### ***Lead: Bryan Graveline***

The inventory provides a current snapshot of the system and serves as the basis for identifying future transportation improvements. OAR 660-012-0020 requires that all applicable travel modes be included in the inventory and assessment process. OAR 660-012-0150 identifies the requirements for cities and counties within metropolitan areas. As indicated below, certain travel modes that are required under -0020 are encouraged, but not required under -0150 (e.g., air, marine, pipeline, rail).

OAR 660-013 addresses the need for communities with planning authority for an airport to adopt comprehensive plan and land use regulations to ensure planning compatibility with the function of the airport. While this rule deals primarily in the operation and land use coordination area, OAR 660-012-0020(2)(e) specifically calls out air transportation as an element of the TSP planning process.

### **3.3 Existing needs determination (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

#### ***Lead: Bryan Graveline***

***Support: Zef Wagner and Amanda Deering***

Once the transportation system inventory is completed, the next step in the planning process is to analyze the existing inventory and determine needs. The analysis provides a snapshot of the existing transportation system to determine where the system is currently deficient or is insufficient to serve future needs.

Deficiencies are defined as the difference between the current transportation system and adopted standards or targets and may reflect performance measures and evaluation criteria developed in Step 2: Goals & Objectives. Deficiencies are capacity or design constraints that limit but do not prohibit the ability to travel by a given mode. Gaps are defined as missing links in the transportation system for any mode. Gaps either prohibit travel by a particular mode or make it functionally unsafe. Together, gaps and deficiencies are defined as needs.

### **3.4 Funding Review**

***Lead: Kevin Bumatay***

***Support: Mark Lear***

It is critical to understand the financial limitations of the study area early in the planning process before the development and assessment of transportation projects. The funding review provides a snapshot of existing revenue and expenditures as well as a preliminary estimate of future funding available to implement projects included in the TSP. The preliminary financial review should take place before assessing future transportation system needs and developing solutions to address those needs. The funding review can then be the foundation for a jurisdiction's Capital Improvement Plan.

The funding review shall include the following:

- The identification of all funding sources that the city or county expects to use over the planning period to operate, maintain, or construct the transportation system. These sources include, but are not limited to:
  - Local, regional, state, and federal funding sources; and
  - Sources expected from any transportation facility or service operator within the planning area, such as transit providers.
- For each funding source identified, the following will be documented:
  - The expected funding over the remainder of the planning period;
  - The purpose of the source of funding and any key limitations on the use of the funding; and
  - Reasons that the funding source is expected to be available during the planning period. These reasons may include, but are not limited to, that the funding is provided by:
    - Transportation facility pricing revenues, including parking revenues;
    - Tax or bond revenues;
    - Fees, charges, or other local revenues;
    - Grants given using a formula or other regular disbursement;
    - Regional funds from a Metropolitan Planning Organization; or
    - A source that previously provided funds to the city or county and can reasonably be expected to provide more in the future.
- The city or county shall use the list of funding sources to determine the amount of funding expected to be available to develop transportation projects over the planning period.

Funding to maintain and operate the transportation system or used for purposes other than development of transportation projects, shall be excluded. The transportation system plan shall clearly describe the amounts that are included and excluded.

## Task 4: Future Conditions

Following the existing conditions assessment, the next step in the planning process is to analyze future multimodal travel demand and identify future deficiencies and gaps in the transportation infrastructure. The future conditions analysis combines information from the transportation inventory needs analysis developed and reviewed in the existing conditions element with information about planned transportation improvements and anticipated growth in population and employment.

The product of the future conditions analysis is a technical memo. Information is typically presented in tabular and narrative form with maps showing where deficiencies between demand, capacity, and other performance measures on the system are likely to be the greatest.

### **4.1 Future deficiencies determination (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead:** *Bryan Graveline*

**Support:** *Zef Wagner and Amanda Deering*

This step shall compare future travel demand to future capacity for all travel modes feasible per the jurisdiction through the planning horizon, based on the performance measures or measures of adequacy developed in Step 2: Goals & Objectives.

Transportation deficiencies occur where future travel demand exceeds the adopted standard or does not meet goals and performance measures. Gaps and deficiencies may include areas of high crash rates and poor pavement conditions as well as absence of future connectivity for all modes, depending on the measures of adequacy developed in Step 2: Goals & Objectives.

This step should also clearly describe deficiencies where possible and the time period in which they are likely to occur. For example, some intersections may not fail until the 20th year of the planning horizon while others may fail within five. It should also identify infrastructure not able to sustain a Cascadian seismic/tsunami as a potential future deficiency and other resiliency-type deficiencies associated with transportation infrastructure located in areas exposed to natural hazards (flooding, landslides), projected impacts from rising sea levels, or seismic/tsunami events.

### **4.2 Future capacity determination (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead:** *Bryan Graveline*

**Support:** *Zef Wagner and Amanda Deering*

Future capacity is determined based on an evaluation of capacity-based improvements identified in state, regional, and/or local plans as funded. Future capacity should be determined for all elements of the transportation system (roadway, transit, bicycle, pedestrian, freight, rail, air, pipeline, and marine) as appropriate for the jurisdiction.

Add committed capacity to current capacity to determine baseline capacity through the planning horizon.

#### **4.3 Future needs determination (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead:** *Bryan Graveline*

**Support:** *Zef Wagner and Amanda Deering*

OAR 660-012-0030(3)(a) indicates that future transportation needs shall be based on population and employment forecasts and distributions shall be consistent with the acknowledged comprehensive plan and must be at least 20 years from the date the TSP is adopted. Depending on the scope of the project, developing or updating a TSP can take one or more years to complete. Accordingly, jurisdictions should set a longer time period for analysis. For example, a 22- or 23-year forecast may be needed to provide extra time to complete the planning and adoption process and to ensure that the plan horizon, or forecast year for the TSP is at least 20 years from the point of adoption.

#### **4.4 Future transportation demand determination (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead:** *Bryan Graveline*

**Support:** *Zef Wagner and Amanda Deering*

Future travel demand is determined based on an evaluation of the adopted comprehensive plan land uses assumptions and population and employment forecasts, generally developed using travel demand forecasts calibrated with locally observed travel behavior. Future travel demand should be determined for all elements of the transportation system (roadway, transit, bicycle, pedestrian, freight, rail, air, pipeline, and marine) as appropriate for the jurisdiction and scaled to community size. The impact of anticipated changes in land uses and/or the addition of significant traffic generators should consider all travel modes.

### **Task 5: Developing and evaluating solutions**

The product of this analysis is a technical memorandum that evaluates the solutions developed to address the transportation system needs and identifies the preferred list of solutions for inclusion in the TSP. Included should be a written description of the needs to be addressed; solutions, evaluation process, potential impacts, and cost estimates for the proposed improvements (projects); maps depicting the locations of projects; and a table comparing the solutions against the evaluation criteria. Solutions with obvious environmental flaws should be rejected or revised to eliminate or minimize the environmental concerns.

The TSP should include a statement that describes the purpose and need for each planned project to ensure that future project development is consistent with the original intent. Solutions should also include opportunities to improve the efficiency of the existing transportation system through strategies such as Transportation System Management and Operations, land use, and access management. Finally, the proposed solutions should align with current and likely future funding sources to ensure that they are feasible for implementation within the planning horizon.

#### **5.1 Developing solutions (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead: Zef Wagner**

**Support: Modal Coordinators**

The following components are to be evaluated as part of the system of solutions:

- Transportation System Management measures
- Transportation Demand Management measures
- Improvements to existing facilities or services
- New facilities and services, including different modes or combinations of modes that could reasonably meet identified transportation needs
- Local governments in Metropolitan Planning Organization areas with populations larger than one million shall evaluate alternative land use designations, densities, and design standards to meet local and regional transportation needs

## **5.2 Evaluating proposed solutions (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead: Zef Wagner**

**Support: Bryan Graveline and Amanda Deering**

Evaluation of the solutions should begin with a baseline condition that illustrates the impact of not changing the current transportation system beyond constructing improvements for which funding is already committed. The “no build” baseline condition is the condition against which the proposed solutions are compared and an important tool for meaningful transportation decision-making.

## **5.3 Selecting and prioritizing (air, bicycle, marine, pedestrian, pipeline, rail, roadway, transit, truck freight, other solutions)**

**Lead: Bryan Graveline**

**Support: Zef Wagner**

The preferred list of solutions forms the essence of the TSP. The TSP will identify needs, modes, functions, and general locations of planned improvements. Prioritization of projects relative to the financial constraint developed through Task 6 will be done through application of performance standards allowed under OAR -0210 and the requirements of the updated regional Mobility policy. Actual alignments will be determined through the project development or permit approval process or subsequent facility planning to respond to topographical or environmental constraints or to meet urban design goals.

As feasible, Portland should combine overlapping single-mode projects into multimodal projects. The unconstrained project list must be prioritized, either project-by-project or in tiers. This ranking must be based on vehicle miles travelled impact, burden on underserved populations, and progress toward other adopted performance measures.

## **Task 6: Transportation Options Planning**

**Lead: Liz Hormann**

**Support: Eric Hesse**

Portland’s TSP must now include a “transportation options” element that discourages the use of single-occupancy vehicles, as provided in OAR 660-012-0145. This element must include education and other



transportation demand management programs, a trip reduction strategy for large employers, and coordination with transportation options providers.

#### **6.1 Transportation Options TAC working group**

Establish internal working group for Task 6, made up of staff from relevant Active Transportation & Safety and Parking programs.

#### **6.2 Existing conditions inventory**

The existing conditions will include documentation of current programming within the City/ bureau as well as externally.

##### **6.2.1 Internal programming audit**

Articulate City/ PBOT programs supporting transportation demand management.

##### **6.2.2 External programming audit**

Cities and counties shall coordinate with transportation options providers, public transportation service providers, state agencies, and other cities and counties to identify existing transportation options and transportation demand management programs, services, and projects. These shall include, but are not limited to:

- (a) Education, encouragement, and other transportation demand management programs and services that focus on forms of transportation other than single occupancy vehicles;
- (b) Transportation demand management programs and policies that discourage the use of single-occupancy vehicles; and
- (c) Transportation options needs of underserved populations.

#### **6.3 Establish future demand management needs**

Cities and counties shall coordinate with transportation options providers, public transportation service providers, and other cities and counties to identify future transportation demand management needs. These shall include, but are not limited to:

- (a) Commute trip reduction consultation and promotion of programs such as the provision of transit passes and parking cash-out;
- (b) Physical improvements such as carpool parking spaces and park and ride locations; and
- (c) Regional solutions for intercity travel.

#### **6.4 Trip reduction strategy**

Articulate the City's trip reduction strategy for large employers.

## Task 7: Prepare the funding program

The transportation funding program identifies which projects/programs developed in the TSP process will be funded based on existing and anticipated revenue sources and the projected costs of proposed projects and programs. Funding projections as provided in OAR 660-012-0115. Portland must include funding projections in its TSP. These projections need to include a list of funding sources and the amount of funding available. The list of sources also needs to include the reason the funding is expected to be available, such as pricing revenues, parking revenues, tax revenues, fees, grants, etc. The list must exclude funding used for purposes other than development of transportation projects (such as funds set aside for operations and maintenance).

### **7.1 Identifying potential funding sources**

**Lead:** Mark Lear

**Support:** Kevin Bumatay

This assessment involves identification of current and historical transportation revenue sources, current and historical transportation expenditures, and a projection of 20-year funding and expenditure forecasts.

### **7.2 Develop revenue scenarios**

**Lead:** Mark Lear

**Support:** Kevin Bumatay

#### **7.2.1 Review scenarios with Capital Investment Committee**

#### **7.2.2 Set financial scenario for TSP: thresholds for constrained/ unconstrained**

### **7.3 Development of a financially constrained project list**

**Lead:** Zef Wagner

**Support:** Bryan Graveline

In recognition that the planning-level cost estimates from the preferred list of transportation projects/programs will likely exceed the projected 20-year funding forecast, a revised project list shall be developed that more closely considers projected financial limitations.

#### **7.3.1 Standardize and update project cost estimates**

**Lead:** Bryan Graveline

**Support:** New Planner TBD

Underestimating costs creates problems down the line.

##### **7.3.1.1 West Portland Town Center Plan inputs**

**Lead:** New Planner TBD

**Support:** Joan Frederickson, BPS

Accomplish planning level estimates for new and rescope West Portland Town Center transportation project recommendations.

## Task 8: Chapter updates

In addition to determining existing conditions, examining present policy context, and processing needs and financial constraints, attention will need to be given to refresh the policies, classifications, and implementation chapters of the TSP.

### 8.1 TSP Policies chapter review

**Lead:** *Shane Valle*

**Support:** *Clark Goldenrod, Amanda Deering*

#### 8.1.1 Policy audit

Establish an internal working group made up of policy users to answer the following and other questions as they arise:

- Question 0: who uses our policies?
- What is the purpose of a given policy?
- How is that policy being used?
- Is the policy having the desired effect?
  - What is the desired effect?
  - Do we have the data to assess it?
- How could policies be more effective?
- What are the current gaps in our suite of policies?
  - As identified by policy users?
  - As a result of Goal/Objective restructuring (Task 2)

Report out findings of audit to CAC and TAC (there will likely be significant overlap in membership between the TAC and this internal working group) in two passes:

**Pass 1 key question/conversation:** “We’ve done an initial audit of our policies asking the above questions? What else are you (CAC/TAC) interested in understanding about how are policies are working?”

**Pass 2 key question/conversation:** “Here is how our policies are working. Here is how we anticipate this audit will inform our policies chapter edit.”

#### 8.1.2 Policies chapter edit proposals

##### 8.1.2.1 Best practices research

In response to the findings of the policy audit, perform research and document best practices in enhancing the effectiveness of policies and our ability to assess that effectiveness.

Report findings of research to CAC/TAC. **Key question/conversation:** “Given the gaps identified in the policy audit, here are some ideas about how they could work better. Which avenues do you think it is best to pursue?”

#### **8.1.2.2 Develop proposal for policy chapter changes**

Use the findings of the policy audit, best practices research, CAC/TAC feedback, and Task 2 work to create an updated draft policy chapter.

Iterate proposals and feedback with CAC/TAC as needed. **Key**

**question/conversation:** “Here are those ideas for how to make our policies more effective applied to our policy suite. Do they make sense? What can we do better on?”

#### **8.1.3 Additional outreach and engagement**

**Lead:** *Shane Valle*

**Support:** *Bryan Graveline, Clark Goldenrod, Ari Del Rosario*

### **8.2 Classifications chapter update**

**Lead:** *Shane Valle*

**Support:** *Zef Wagner*

PBOT shall evaluate and update its existing TSP classifications, maps, and descriptions. The update should include recommendations from Council-adopted plans.

#### **8.2.1 Compile recommended classification changes from recently completed plans**

Document plans updated since TSP classifications last update (*exists already*). Compile and map changes from list of plans (mapping support needed), documenting change origin and reason for each classification change. Document and propose reconciliation for any conflicts between classification changes.

Report findings of classification “clean up” update to CAC/TAC. **Key**

**question/conversation:** “Here are our recommended updates to the TSP classifications. Here’s where those updates are coming from and why they exist. Here are a few where there are conflicts and we have recommendations for their resolution. How do you think we should resolve these conflicts?”

#### **8.2.2 Classifications audit (could be accomplished as part of the 8.1.1 audit, or broken off separately)**

Form internal working group of classification users and potential users to ask and answer following questions:

- What is the purpose of classifications?
- Are classifications having the desired effect?
  - What is the desired effect? Can we assess this?
- How could classifications be more effective?

#### **8.2.3 Classification changes proposal**

##### **8.2.3.1 Research best practices**

Research best practices in response to deficiencies identified in classifications audit to enhanced the effectiveness of and our ability to assess classifications.

#### **8.2.3.2 Proposal development**

Document the overarching purpose in amending classifications as well as the classifications to be amended and eliminated. Integrate “clean up” updates from task 8.2.1.

##### **8.2.3.2.1 Street Design Classifications**

Street Design Classifications will likely need special attention. All the other classification families have a modal plan that informs their classifications. This is something of an opportunity to create more consistency in the understanding and use of these classifications as well as do a bit of auto modal planning.

##### **8.2.3.2.2 Emergency response classifications**

Coordinate with Portland Fire and Rescue to update the classifications and reaffirm Emergency Response classification implications.

### **8.3 Implementation chapter update**

**Lead:** *Shane Valle*

**Support:** *Clark Goldenrod, Zef Wagner*

PBOT shall update the TSP Implementation Chapter to provide better direction about planning studies and projects that are needed during the 20-year planning horizon. Analysis should consider where and when PBOT has developed Area Plans, Master Street Plans, and Streetscape Plans, and geographic, modal and equity gaps that may exist in planned and future planned work.

#### **8.3.1 Chapter 4 Master Street Plans update**

Compile list of Master Street Plans updated since last TSP update. Map list of plans for inclusion in TSP.

#### **8.3.2 Chapter 5 Modal Plans update**

Compile list of Modal Plans updated since last TSP update. Draft a short description of listed plans for inclusion in the TSP.

#### **8.3.3 Chapter 6 Implementation Strategies update**

##### **8.3.3.1 Plans and Studies Audit**

Review listed plans and studies and determine: which have been completed and should be removed; which are “stale” and understand whether or not they should be removed.

##### **8.3.3.2 Chapter 6 relationship to Planning Division workplan**

Assemble an internal working group to explore the relationship of the Implementation Strategies chapter and Planning Division’s work plan and if there are any opportunities being missed or any risks to business as usual. Make recommendation for changing Chapter 6 accordingly.

#### **8.3.4 Additional outreach and engagement**

**Lead: Shane Valle**

**Support: Bryan Graveline, Ari Del Rosario, Zef Wagner, Clark Goldenrod**

## Task 9: Legislative iteration + adoption

Preparation of the plan for adoption requires iteration for feedback and refinement. In addition to engagement by advisory bodies to the plan, as well as specific community engagement activities to inform development of discreet elements and considerations along the way, full drafts of the plan will be used to solicit refinement.

### 9.1 Initial staff/ TAC draft

**Lead: Shane Valle**

**Support: Bryan Graveline and Ari Del Rosario**

Informed by previous engagement, staff shall prepare an initial draft for review by the project team in consultation with subject matter experts, for a review and comment period by the TAC.

### 9.2 CAC draft

**Lead: Shane Valle**

**Support: Bryan Graveline and Ari Del Rosario**

Informed by and edited to reflect TAC feedback, the CAC draft shall be made available to CAC members for review and comment (and for general access by the public for public comments accepted during CAC meetings and/or by email to the project team during the duration of CAC review).

### 9.3 Internal draft (CAC + TAC)

**Lead: Shane Valle**

**Support: Bryan Graveline and Ari Del Rosario**

Staff will seek subject matter expert and TAC review of edits proposed to be made resulting from CAC feedback and public comments.

### 9.4 Discussion draft for full public review + engagement

**Lead: Shane Valle**

**Support: Bryan Graveline and Ari Del Rosario**

A full public draft will be made available to the public for review and comment.

#### 9.4.1 Virtual, hosted, and attended community engagement activities

**Lead: Ari Del Rosario**

Creative and determined efforts will be made to secure meaningful engagement and public feedback on the draft, especially efforts to reach marginalized and underserved communities, per the public involvement plan. Geographic and demographic engagement is to be tracked and approaches modified mid-stream, as appropriate to elevate underrepresented geographies and demographics.

#### **9.4.2 Public involvement report**

**Lead:** *Ari Del Rosario*

Document and report what was heard, demographics, and changes made/ staff responses to comments provided.

#### **9.5 Proposed draft to Planning Commission**

**Lead:** *Shane Valle*

**Support:** *Ari Del Rosario*

A revised version of the plan with changes resulting from public involvement will be published for a Planning Commission public hearing.

##### **9.5.1 Legislative hearing notices 35 days in advance**

**Lead:** *Francesca Jones*

**Support:** *Ari Del Rosario*

###### **9.5.1.1 Local newspaper, email, mailing list, Metro + DLCD**

**Lead:** *Francesca Jones*

**Support:** *Ari Del Rosario*

##### **9.5.2 Planning Commission public hearing**

**Lead:** *Francesca Jones*

**Support:** *Eric Hesse*

#### **9.6 Recommended draft**

**Lead:** *Shane Valle*

**Support:** *Ari Del Rosario*

Updated version reflecting Planning Commission's amendments, if any, submitted with council docs.

##### **9.6.1 City Council public hearing**

**Lead:** *Francesca Jones*

**Support:** *Eric Hesse*

#### **9.7 Notifications and certification**

**Lead:** *Francesca Jones*

**Support:** *Ari Del Rosario*

##### **9.7.1 Public, per DLCD rules**

##### **9.7.2 Metro, per DLCD rules**

##### **9.7.3 DLCD submittal/ certification**

## Task 10: Post adoption implementation

### **10.1 Printed & PDF versions finalized**

***Lead: Shane Valle***

***Support: Will Roberts***

### **10.2 Interactive TSP updated**

***Lead: Shane Valle***

***Support: Will Roberts***

### **10.3 Internal Trainings**

***Lead: Francesca Jones***

### **10.4 Development Review + public announcements**

***Lead: Francesca Jones***

### **10.5 Process Evaluation & Lessons learned**

***Lead: Francesca Jones***